IMMIGRATION

Canada

Annual Report to Parliament

Immigration Plan for 1991-1995

Year Two

November 1991

Annual Report to Parliament

Immigration Plan for 1991-1995

Year Two

IM-094/10/91

92-01296/

Produced by Public Affairs and
the Immigration Policy Group
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November 1, 1991

This report is tabled in accordance with section 7 of the Immigration Act, which states:

> The Minister, after consultation with the provinces concerning regional demographic needs and labour market considerations and after consultations with such other persons, organizations and institutions as he deems appropriate, shall cause to be laid before Parliament, not later than the sixtieth day before the commencement of each calendar year or, if Parliament is not then sitting, not later than the fifteenth day next thereafter that either House of Parliament is sitting, a report specifying:
>
> (a) the number of immigrants that the Government of Canada deems it appropriate to admit during any specified period of time; and
>
> (b) the manner in which demographic considerations have been taken into account in determining that number.

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Introduction

Canadians today, in all parts of this country, are taking part in an historic process of constitutional renewal. The government's recent proposals for constitutional reform mark just the first step in building a new Canada — a united and prosperous Canada, a Canada of unparalleled opportunity for all to share.

As we think about nation-building, we would do well to reflect upon the role that immigration has played in our past.

Immigration has played a part in shaping many of the shared values that unite us as Canadians. It has deepened and enriched our cultural heritage. It has helped to strengthen a fundamental respect for diversity that has been part of Canada from the beginning. It has helped make us known around the world as a nation that values, above all, tolerance and generosity of spirit.

And immigration has been a source of economic strength. Over the years it has drawn people with new talents and badly needed skills into our work force. It has brought people with expertise in world markets into our business community. It has brought investment capital into Canada, and helped create jobs for Canadians. In recent years, business immigrants have brought about $3 billion annually into the country.

As it has in the past, immigration will strengthen the prosperity and unity of this country in the future.

In the fall of 1990 the government introduced a five-year plan to ensure that Canada will continue to enjoy the substantial economic, social and cultural benefits of immigration, while maintaining our strong humanitarian commitment to assist the world's refugees. The plan maintains a balance among the economic, social and humanitarian objectives of our immigration programs.

This plan received, and continues to receive, widespread support from all levels of government, from business and labour, and from other groups directly affected by immigration. After the first year of the plan, I am pleased to say that we are on target with respect to overall immigration levels.

There will be no significant changes to the plan during the coming year. However, there are a number of areas that need to be addressed. As we prepare for 1992, my priorities will be in four main areas:

- **Managing immigration**: The plan included a number of measures to ensure that our immigration programs are well managed, in the face of dramatically rising requests for immigration in all categories from around the world. In the short term, these measures have proven effective; we have brought actual immigration levels into line with planned levels. However, the number of people applying to immigrate to Canada still far exceeds the capacity of our programs. Over the longer term, our challenge is to bring the intake of our programs into line with planned levels.

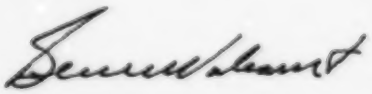
- **Protection of society**: Canadians can take pride in an immigration policy that remains one of the most open and generous in the world. However, Canadians will not tolerate those who would abuse our openness and generosity. I will improve the screening of potential immigrants, the enforcement of the

Immigration Act, and the removal of those who forfeit the right to remain in Canada by breaking our laws.

- **Economic immigration**: I will introduce a number of measures to improve the selection of immigrants who have specific employment skills, business acumen, or investment expertise of value to Canada. These immigrants can make unique contributions to regional economic development, to Canada's international competitiveness, and to our future prosperity.

- **The integration of immigrants**: The five-year plan introduced a comprehensive federal immigrant integration strategy to help immigrants fit into their new communities and learn about the basic social values that unite Canada as a country, and to help Canadians provide a hospitable environment for newcomers. A key component of that strategy is a new immigrant language training policy which will make quality language training available to more immigrants who need this assistance.

In each of these areas, my concern is to ensure that immigration will continue to strengthen Canada, as it has done in the past. Canadians have built a way of life that is admired around the world. Immigration has helped us to build that way of life. And it will help us to build a prosperous nation — a renewed nation — in the years ahead.



Bernard Valcourt
Minister of Employment and Immigration

The Five-Year Plan

Throughout Canada's history, immigrants have made important contributions to the economic and social vitality of the communities in which they live, and the country they have chosen to call home. The government's 1991-1995 Immigration Plan, announced in October 1990, ensures that these contributions will continue to help build a united, prosperous Canada in the future.

The five-year plan is based on the most extensive consultations ever undertaken on immigration levels. About 4,000 individuals took part in these consultations, representing business, labour, all levels of government, health and social service organizations, immigrant and refugee serving groups, educators, economists, and others. The consultations indicated considerable support for moderate increases in immigration over the five-year period.

The plan provides for a moderate increase in immigration over the 1990 level of 200,000. The planned level for 1991 was 220,000. The plan provides for 250,000 immigrants annually from 1992 to 1995.

While increasing overall immigration levels, the plan ensures that there will be an appropriate mix of immigrants to meet Canada's economic, social and humanitarian objectives:

Family immigration remains an important component of the immigration program. Regulatory changes with respect to family immigration will be introduced by the end of 1991 which will more effectively capture the concept of family as it is generally understood in Canada. These changes will allow Canadians to sponsor children who are in fact dependent on their parents, as well as spouses, fiancés, parents, grandparents and other relatives presently included as family class members; adult, non-dependent children will be excluded.

Refugees continue to be an important component of Canada's immigration plan. The plan maintains Canada's international humanitarian commitments concerning refugees through both the government and private sponsorship programs, and our international legal obligations through the system for processing refugee claimants who arrive spontaneously in Canada.

Economic immigration is recognized as an increasingly important objective. Independent immigrants and assisted relatives selected because of their skills, and immigrants selected because of their business or investment expertise, will make important contributions to Canada's future competitiveness and prosperity.

The plan also addresses the need to manage immigration levels more effectively than has been done in the past. A number of short- and long-term measures will ensure that immigration levels set out in the plan are actually met each year.

A new federal immigrant integration strategy was announced with the plan. The strategy is designed to provide immigrants with improved language training and integration services. It includes a new emphasis on helping immigrants learn about Canadian values and on helping Canadians understand the diverse backgrounds of newcomers.

The 1991-1995 Immigration Plan

COMPONENT	1991 ESTIMATED	1991 PLAN	1992	PLANNED 1993	1994	1995
FAMILY CLASS	91,000	80,000	100,000	95,000	85,000	85,000
REFUGEES						
• Government-assisted refugees and members of designated classes (selected abroad)	7,500	13,000	13,000	13,000	13,000	13,000
• Privately sponsored refugees and members of designated classes (selected abroad)	19,000	23,500	17,000	20,000	15,000	15,000
• Refugees landed in Canada (after Jan.1/89)	7,000	10,000	20,000	25,000	25,000	25,000
INDEPENDENT IMMIGRANTS						
• principal applicants	23,500	20,000	21,500	22,500	29,000	29,000
• spouses and other accompanying dependents	21,500	21,000	20,000	25,000	33,000	33,000
ASSISTED RELATIVES						
• principal applicants	8,500	7,000	9,000	8,500	11,500	11,500
• spouses and other accompanying dependents	14,500	12,500	16,500	15,000	19,000	19,000
BUSINESS IMMIGRANTS						
• principal applicants	4,500	7,000	7,000	6,500	5,000	5,000
• spouses and other accompanying dependents	14,000	21,000	21,000	19,500	14,500	14,500
RETIREES	4,000	5,000	5,000	0	0	0
TOTAL	215,000	220,000	250,000	250,000	250,000	250,000

Performance in 1991

1. Meeting the plan

Actual immigration in 1991 is expected to be 215,000, or roughly within two per cent of the planned level of 220,000. To achieve this close correspondence between the plan and overall immigration levels, some adjustments occurred in the levels for specific immigrant categories.

A target of 13,000 government-assisted refugees was established for 1991. This included 10,000 persons from identified areas and a reserve of 3,000 places. It now seems unlikely that more than 7,500 refugees will be resettled under the government-assisted program. The shortfall is a result of improvements in conditions in Eastern Europe; the relatively slow screening of applicants under the Comprehensive Plan of Action which provides for asylum seekers in Southeast Asia to undergo refugee status determinations conducted by countries of first asylum; lack of referrals of cases by the United Nations High Commissioner for Refugees (UNHCR) in Africa; and the adverse effect on visa office operations of both the Gulf War and civil wars in the Horn of Africa.

Arrivals of privately sponsored refugees are also lower than expected. Many Eastern Europeans being processed under the former Self-Exiled Persons Designated Class Regulations have withdrawn their applications for permanent residence in Canada as a result of positive developments in their home countries.

When it became clear that the number of refugee arrivals in 1991 would be lower than planned, places reserved for refugees were reallocated for processing dependents of those persons already in Canada who have been determined to be United Nations Convention refugees.

The actual number of family class immigrants in 1991 will be somewhat higher than the planned level. The number of independent or economic immigrants (independents, assisted relatives and business immigrants) is expected to exceed slightly the number provided for in the plan.

2. Improved management

The commitment to bring actual immigration levels into line with planned levels was an important element of the five-year plan. The success in meeting this commitment during the first year of the plan is due to a number of initiatives.

Perhaps the most important factor in managing immigration levels in 1991 was the allocation of resources at posts abroad among immigrant processing activities and other activities such as the issuance of student visas, temporary work permits, and activities related to protection and control of illegal immigration. However, improvements are also linked to regulatory changes announced with the plan in 1990. These include the elimination of the "retiree" category of immigrants and more stringent regulations governing entrepreneur and investor immigrants. Additional changes with respect to family class regulations and priority processing regulations will allow further management improvements in the year ahead.

With respect to independent immigrants, the general occupations list was closed from January 30 to May 14, 1991. This was done to reduce the excessive number of applications being received abroad. A new designated occupations list, consisting of occupations in short supply in particular provinces, was announced on May 15. This list provides a way of addressing provincial needs. When a designated occupation is no longer in short supply, it is removed from the list.

Other measures to ensure that migration flows continue to reflect Canada's economic, social and humanitarian objectives are now under consideration.

3. Improved processing times

In announcing the five-year plan, the government made a commitment to reduce the time it takes to process immigration applications for spouses and children. Processing times have been especially problematic at posts in the Asia and Pacific region, where applications have sometimes taken more than two years to finalize.

These delays can be due to a number of reasons — for example, the extremely high number of applications, difficulties in obtaining official records, and the lack of convenient facilities for the necessary medical examinations. In some cases, applications are delayed because the applicant simply fails to complete the forms properly.

Posts abroad have been instructed to give top priority to applications involving spouses. Officials are working to reduce significantly the time required to process routine cases, and changes to regulatory priorities affecting all posts abroad are being developed. Details of promised changes are expected to be announced before the end of 1991. They will be designed to speed up the entry of spouses and dependent children as well as certain economic immigrants.

4. The immigrant integration strategy

The federal immigrant integration strategy, announced with the five-year plan in 1990, promotes the full participation of immigrants in all aspects of Canadian life. The strategy coordinates the efforts of several federal departments, and encourages a renewed partnership with the provinces, the private sector and local community groups in meeting immigrant needs.

Progress has been made in a number of initiatives in support of the strategy. These include:

- An expanded, permanent Host Program, no longer limited to government-assisted refugees but available to all immigrants. The program offers more Canadians chances to play direct roles in welcoming and assisting immigrants.
- Additional funding for the Immigrant Settlement and Adaptation Program, allowing a wider range of organizations to provide improved adaptation and integration services to all classes of immigrants.
- Pilot reception services for immigrants at airports in Toronto and Vancouver, to be introduced in 1992.
- Resource materials for visa officers overseas, language teachers, immigrant-serving organizations, mainstream agencies, and immigrants themselves. These materials, both written and visual, present a realistic portrayal of what newcomers can expect of Canada and what Canada expects of them.
- A more focused and visible Citizenship and Community Participation Program through Multiculturalism and Citizenship Canada. The program provides funding for immigrant-serving agencies, immigrant women's groups, and other non-profit organizations to increase the ability of first-generation Canadians to participate in Canadian life, and to help health and social services and other institutions adapt to the special needs of first-generation Canadians.

Multiculturalism and Citizenship Canada also plays a prominent role in helping immigrants integrate into Canadian society by encouraging immigrants to become citizens, and by providing them with learning materials about Canada. In addition, the department raises awareness about the value and importance of Canadian citizenship through events such as National Citizenship Week.

5. Immigrant language training

The federal immigrant integration strategy includes a commitment to provide additional funding for language training over the five-year period, and to establish new federal immigrant language training programs.

The new language training policy will improve the way in which immigrant language training needs are assessed and addressed, and strengthen partnerships and joint decision-making with stakeholders. The new policy framework will:

- significantly increase the number of language training opportunities available to immigrants;
- provide immigrants with more flexible training options to fit their individual needs and circumstances;
- achieve a better match between the training offered and individual needs through improved assessment and referrals;
- ensure that more immigrants receive timely assistance during the early stages of their settlement in Canada;
- make language training available to a broader range of immigrants, regardless of their immigrant category or their labour market status or intentions; and
- increase the proportion of newly arrived adult immigrants receiving language training from the 1990 level of about 28 per cent to about 45 per cent in 1995, the final year of the five-year plan.

The Plan for 1992

The five-year immigration plan received widespread support. This support has continued throughout the first year of the plan.

While some adjustments are necessary to take into account changing circumstances, the government will adhere to the five-year plan throughout 1992.

1. Family class adjustments

As announced with the five-year plan, regulatory changes will exclude non-dependent children from the family class. These changes are intended to reflect genuine dependency relationships between core family members. Family class criteria will be adjusted to allow Canadians to sponsor children who are in fact dependent on their parents, as well as spouses, fiancés, parents, grandparents and other relatives presently included as family class members; adult, non-dependent children will be excluded. These changes will be in place by the end of 1991.

2. Refugees

The government remains committed to its program for resettlement of refugees from abroad. However, Canada's program is moving away from resettling mass movements of persons, such as those in Indochina and Eastern Europe, towards emphasis on protection cases. At the same time, the UNHCR is focusing its efforts on voluntary repatriation and local resettlement of refugees. Third country resettlement is considered only in exceptional cases.

The number of places available for government-assisted refugees will remain at 13,000, despite the fact that the target could not be met in 1991. However, a significant number of places will be kept in reserve. The target of 13,000 is expected to be met only if situations develop in which third country resettlement of significant numbers of persons is required.

The number of privately sponsored refugee arrivals is expected to be about 17,000 in 1992. The number remains high because of applications from Eastern Europeans who were sponsored prior to the cancellation of the Self-Exiled Persons Designated Class Regulations in August 1990.

Protection will continue to be available to those seeking asylum in Canada. At current acceptance rates, 20,000 people would become permanent residents in 1992 through this process.

3. Economic immigration

The government will ensure that an increasing number of immigrants are selected because of the skills they bring to Canada. Independent immigrants and assisted relatives bring specific employment skills which are in high demand. Business immigrants, selected for their business

acumen or investment expertise, can make a unique contribution to regional economic development. Both groups contribute to Canada's international competitiveness and future prosperity.

The total number of immigrants selected for their skills (independents, assisted relatives and business immigrants) will increase slightly in 1992. Over the course of the five-year plan their share of total planned immigration will increase from 34,000 in 1991 to 45,000 in 1995.

Current and Future Initiatives

CIC = Service

Efficient service to clients is an important aspect of any well managed program. Interest in coming to Canada is so great that clients may often face unavoidable delays in processing, and staff may not always be able to eliminate accumulated backlogs. But efficient service can help remove some delays. When delays cannot be avoided, efficient service can help clients understand why they occur, and what to expect in the future.

Over the last 20 years, the program has changed significantly, workloads have increased dramatically at Canada Immigration Centres (CICs), and resources have often fallen behind demand. Partly as a result, processing delays increased, and the quality of service sometimes suffered.

In 1990, a working group called "CIC = Service" was organized to review operating procedures, to recommend ways to improve the use of limited resources, and to ensure that staff can maintain control over the demand for immigration services. CIC = Service has grown into a renewed commitment, on the part of staff at all levels, to provide clients with the best service possible.

All aspects of the inland program delivery system, including work processes and procedures, structure and organization, resource allocations, technology, accommodation, training, and community relations, have been examined. Changes have been recommended and are being implemented. The major impact of the changes will be felt most strongly over the next two years.

The initiatives being taken include:

- Providing more opportunities for clients to help themselves. The quality of program information in publications is being improved and designed to reduce requests for information from CICs. Tele-messaging and other automated and electronic response systems are being upgraded. Application forms are being redesigned and simplified to make them more user friendly.

- Improving the technology available to support operations, by introducing microcomputer-based systems in addition to the Field Operations Support System. Such systems include automated letter generating, automated interview scheduling and automated case tracking and reporting.

- Decreasing reliance on face-to-face interviews as a way of conducting business, in favour of mail-in or drop-off applications to be processed on paper. This measure encourages a more efficient use of resources, more standardization of program procedures, and improved monitoring of procedures for consistency and effectiveness.

- Centralizing certain types of operations to achieve economies of scale, facilitate monitoring, and allow for more efficient distribution of workload across the program delivery network.

The comprehensive CIC = Service approach is now being applied at port of entry CICs. Port of entry CICs have had to cope with recent developments in control policy stemming from

changes regarding refugee status determination, as well as increased facilitation responsibilities under the Canada-U.S. Free Trade Agreement.

The quality of services offered at posts abroad is also under review. Delivery of services abroad is the responsibility of External Affairs and International Trade Canada (EAITC).

EAITC is implementing a number of service improvements including computerized systems, automation, upgraded public areas at Canadian missions, easier access to processing information for clients, and better training for staff. Future quality of service improvements will include better information packages for clients, and better counselling information for staff.

The Refugee Determination System

The current refugee determination system has been in place since January 1, 1989. It was designed to deal fairly and expeditiously with claims to refugee status made in Canada and to deter manifestly unfounded claims. In 1989, about 21,000 claims were received. While about 36,000 claims were made in 1990, it is expected that approximately 31,000 will be received in 1991.

The Canadian system is now one of only three in the world in which the number of claims decided exceeds the number of claims received. The serious pending caseload developed during the first two years is now being reduced. However, there remain several reasons for concern. There are significant inefficiencies in the processing of claims. In addition, as called for in the Annual Report of the Immigration and Refugee Board, the rate of removal of rejected refugee claimants needs to increase. The obstacles to increased removals are under careful review.

As of July 1991, the top five source countries were Sri Lanka, Somalia, the U.S.S.R., China and Iran. The acceptance rates for claimants from these countries were 94.4%, 92.9%, 68.9%, 22.4% and 88.1% respectively. A third of all claims are made along the Canada-United States border. This points to the need for concerted action by the governments of the two countries. In fact, Canada is active in international organizations concerned with these issues.

It must be understood that the factors which generate movements of refugee claimants are unpredictable. It cannot be assumed that current levels of claims from the same source countries will continue. Even at current levels, the direct and indirect costs of refugee determination are very high. Added to the inefficiencies noted above, these factors argue for measures to strengthen the refugee determination system.

However, individual countries can do little, acting alone, to deal with the underlying causes of spontaneous migration, or the pressures such migration places on their refugee status determination systems.

Canada favours the development of international strategies to address migratory movements. These would include effective multilateral, bilateral and regional agreements on issues such as asylum protection and the removal of unsuccessful claimants. These agreements would require the adoption of broadly similar procedures and standards of application in the treatment of refugee claims. This harmonization would discourage asylum seekers from "asylum shopping".

The goal of all countries must be to strengthen the international rule of law as expressed in instruments such as the 1951 United Nations Convention on the definition of a refugee. The goal of individual countries must be to ensure that domestic laws and policies reflect a clear-minded, pragmatic, humanitarian approach to the problem of large-scale population movements. Failure to achieve these goals would put at risk both the integrity and the viability of the international system for the protection of refugees.

The Backlog Clearance Program

The Backlog Clearance Program became operational in 1989 to deal with the large number of cases that had accumulated before the new determination process was introduced in January 1989. Final decisions have been made in the majority of cases. The program will be completed within budget.

Of approximately 60,000 backlog cases already decided, nearly 40,000 have been accepted. About 16,000 claimants have either left Canada or are in the removal stream.

British Columbia, Alberta and smaller regions will finish their caseloads of hearings in November 1991. The large number of claims in process in Ontario and Québec will take longer to finalize. Québec Region will complete its hearings in March 1992, Ontario Region in December 1992.

The total number of refugee claims made before January 1989 has now been confirmed to be 95,000 — 10,000 more than originally estimated.

Protection of Society

Canadians have a right to expect that those who immigrate or visit Canada will do so in a lawful manner, and will respect the laws of this country once they arrive. Canadians also have the right to expect firm and decisive action from the government when those who have been welcomed into Canada violate the trust placed in them by engaging in criminal activity.

People who have been convicted of serious criminal acts abroad are not admissible to Canada either as immigrants or as visitors. Immigrants and visitors in Canada who are convicted of serious criminal acts — or a series of lesser offenses — can be deported.

The government is implementing a control strategy to strengthen the safeguards to protect society from foreign criminals. This strategy includes measures to improve:

- the screening and deterrence of foreign criminals before they enter Canada;
- the investigation and prosecution of immigrants and visitors who engage in criminal acts in Canada; and
- the deportation of foreign criminals from Canada.

Screening and deterrence

A series of initiatives will limit access from abroad to the in-Canada refugee determination system. These initiatives include the removal of visa exemptions from certain countries. In addition, several other countries have been warned that their visa exemptions will also be removed if they fail to control access to their passports by people who are not their citizens.

Other initiatives include the more effective implementation of fines provided for in existing legislation; improved detection of fraudulent documents by airlines and other carriers, with greater utilization of technology to aid in combatting forgery; introduction of replacement documentation with added security features; and more extensive investigation and prosecution of smuggling activities.

The network of Immigration Control Officers posted abroad may also be expanded. These officers monitor and report on illegal migration trends, and are responsible for liaison with airlines and control authorities.

Investigation and prosecution

The government has made improved investigations and prosecutions related to criminal activity by immigrants and visitors a priority. The development of computerized interfaces and linkages with a wide variety of enforcement and

control organizations (e.g., the Canadian Police Information Centre) is in the early stages. This automation initiative will facilitate the identification and removal of foreign criminals from Canada. Other initiatives include the development of a national investigations case management system; improvements to the process for obtaining travel documents; and the development of new systems and tools for identifying those who should be removed.

A new system is being developed for the recruitment of immigration investigators, designed to access the skills and abilities essential to be an effective investigator. This system will further improve the success rate of investigators in identifying and removing from Canada foreign nationals involved in criminal activity.

Deportations

Delays in deporting foreign criminals often arise not from the immigration program, but from the judicial system. For example, there are often long delays in the deportation process because the person involved exercises the right to appeal, or seeks a judicial review guaranteed to everyone in Canada by the Charter of Rights and Freedoms.

However, there are factors that are within the control of the Minister of Employment and Immigration. There will be greater use of detention for individuals who are likely to fail to present themselves for legal procedures. Moratoria on removals will be eliminated at the earliest opportunity, and delays caused by technical problems such as the lack of travel documents are being addressed.

Legislative changes are also being contemplated in relation to security screening, the law enforcement powers of immigration officers, and the removal of those who violate the Immigration Act.

Medical inadmissibility

A review of the medical inadmissibility provisions of the Immigration Act was initiated in the spring of 1990 in cooperation with Health and Welfare Canada. Major issues, such as testing for dangerous, infectious diseases and concerns about excessive demands on health and social services, have been examined in consultation with provincial governments and non-governmental organizations.

The objective of the review is to reach a balance between Canada's responsibilities for the health and safety of its residents and for the maintenance of health care and social services systems, and the requirements of the Charter of Rights and Freedoms with respect to non-discriminatory practices. A final report on medical inadmissibility will be released shortly.

Economic Migration

Immigrants selected because of their employment and business skills contribute directly to Canada's prosperity. Four areas of economic immigration are currently getting special attention.

Immigrant Investor Program

The Immigrant Investor Program is designed to attract qualified independent immigrants who will make investments in Canada.

The program has proven successful in attracting immigrants with investment expertise who can make valuable contributions to Canada's economy. However, the government feels that the program could be used more effectively than in the past to support specific economic objectives, such as regional economic development. Proposals in this regard will be discussed with interested parties early in the new year.

Designated occupations

A list of "designated" occupations, announced in May 1991, was established in consultation with the provinces and the private sector. The designated list catalogues occupations which are in short supply in specific provinces, and is used in selecting immigrants who can meet the immigration needs of those provinces. Qualified applicants receive additional selection points and are processed on a priority basis.

Under the 1991-1995 Immigration Plan, the government will increase the number and proportion of skilled workers selected as independents and assisted relatives. The designated list provides a way to make the selection of these workers more responsive to provincial labour market priorities.

The list is monitored closely. When a shortage is filled in a particular province, the occupation is removed from the list.

The international labour market

With the development of sophisticated communications and transportation, corporations can shift resources and activities across borders as easily as within borders. At the same time, bilateral and multilateral agreements between countries are making it easier for workers to move from one country to another.

The federal government is committed to ensuring that Canada's immigration policies respond to the realities of the international labour market, while protecting the interests of Canadian workers. In the future, for example, labour mobility provisions similar to those in the Canada-U.S. Free Trade Agreement might be included in the General Agreement on Trade in Services (part of the Uruguay Round of GATT negotiations), and such provisions could be negotiated in the North American Free Trade Agreement now under discussion. Such provisions could yield important economic benefits for Canadians.

Accreditation task force

Occupational accreditation is, with very few exceptions, an area of provincial jurisdiction. However, issues related to accreditation and licensing affect federal immigration programs.

For example, the problem of international portability of occupational accreditation and education affects the ability of skilled workers and their spouses to find suitable employment in Canada. Procedures for validating skills at the international level are limited at best.

A federal interdepartmental working group is currently examining issues related to occupational regulation and the recognition of professional credentials received abroad. The objective of the working group is to find ways to better assess the skills of those outside Canada, and to facilitate the efforts of those who wish to bring those skills to Canada. Several provinces have studied this question, and the involvement of the provinces will obviously be required in defining the federal role.

Federal-Provincial Relations

Immigration Agreements

Canada has immigration agreements with seven provinces. British Columbia, Manitoba and Ontario are the three provinces with which there is no agreement.

As of the fall of 1991, discussions were being held with British Columbia, Saskatchewan and Alberta. The constitutional proposals tabled in September made clear again the federal government's willingness to enter into immigration agreements suited to the circumstances of provinces.

The Canada-Québec Accord

The Canada-Québec Accord, signed in February 1991, enhances the powers originally given Québec under the 1978 Cullen-Couture Agreement.

The federal government retains responsibility for establishing immigration levels and general classes of immigrants, admitting immigrants and granting permanent resident status, while Québec gains sole responsibility for selecting independent immigrants destined to Québec and for integration services for permanent residents of Québec. Additionally, the Accord compensates Québec for the federal withdrawal from settlement and integration services.

IMMIGRATION

Canada

Rapport annuel déposé au Parlement

Plan d'immigration pour 1991-1995

Deuxième année

Novembre 1991

Rapport annuel déposé au Parlement

Plan d'immigration pour 1991-1995

Deuxième année

IM-094/10/91

Préparé par les Affaires publiques et
le Groupe de la politique
de l'immigration
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Le 1er novembre 19[illegible]

Le présent rapport est déposé au Parlement conformément à l'article 7 de la Loi sur l'immigration qui stipule ce qui suit :

> Le Ministre, après avoir consulté les provinces sur les caractéristiques régionales des besoins démographiques et de la situation du marché du travail, ainsi que toutes autres personnes, organisations et institutions qu'il juge appropriées, fait déposer devant le Parlement, au plus tard le soixantième jour précédant la fin de l'année civile ou, si le Parlement ne siège pas, dans les quinze premiers jours de séance ultérieurs de l'une ou l'autre chambre, un rapport indiquant :
>
> a) le nombre d'immigrants que le gouvernement canadien juge opportun d'admettre durant une période déterminée;
>
> b) la manière dont on a tenu compte des aspects démographiques pour fixer ce nombre.

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Introduction

Aujourd'hui, les Canadiens, dans tous les coins du pays, prennent part au processus historique du renouvellement de la Constitution. Les propositions qu'a récemment présentées le gouvernement en vue d'une réforme constitutionnelle ne représentent que la première étape dans l'édification d'un Canada nouveau, d'un Canada uni et prospère, d'un Canada qui offrira des possibilités inégalées à tous et à toutes.

Au cours de notre réflexion sur l'édification de notre pays, nous devrions tenir compte du rôle qu'a joué l'immigration dans notre histoire.

L'immigration a été un des éléments qui a contribué à façonner bon nombre des valeurs communes qui nous unissent en tant que Canadiens. Elle a enrichi notre patrimoine culturel et lui a donné un sens plus profond . Elle a contribué à renforcer l'idée fondamentale de respect de la diversité qui caractérise le Canada depuis ses débuts. Elle a contribué à nous faire connaître partout dans le monde comme une nation qui accorde une importance primordiale à la tolérance ainsi qu'à l'esprit de générosité.

En outre, l'immigration est génératrice de force économique. Au fil des ans, elle a enrichi notre main-d'oeuvre de nouveaux talents et de compétences absolument indispensables. Elle a permis à des personnes ayant une connaissance approfondie des marchés internationaux de se joindre à notre communauté des gens d'affaires. Elle a permis d'attirer des capitaux au Canada et contribué à créer des emplois pour les Canadiens. Au cours des dernières années, les gens d'affaires immigrants ont apporté au Canada chaque année environ trois milliards de dollars.

Demain comme hier, l'immigration rendra le Canada plus prospère et plus uni.

À l'automne de 1990, le gouvernement a présenté un plan quinquennal pour que le Canada continue de profiter des avantages importants que lui procure l'immigration dans les domaines économique, social et culturel, tout en maintenant, sur le plan humanitaire, son engagement à aider les réfugiés partout dans le monde. Ce plan maintient un équilibre entre les objectifs économiques, sociaux et humanitaires de nos programmes d'immigration.

Le plan a reçu et continue de recevoir l'appui de tous les ordres de gouvernement, des milieux d'affaires et des syndicats ainsi que d'autres groupes directement touchés par l'immigration. Après la première année de réalisation du plan, je suis heureux de dire que nous avons atteint notre objectif pour ce qui concerne le niveau global d'immigration.

Au cours de l'année qui vient, aucun changement important ne sera apporté au plan. Cependant, il faudra nous pencher sur certains points. En prévision de 1992, je me suis donné quatre grandes priorités :

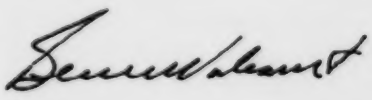
- **Gestion de l'immigration** — Le plan prévoyait diverses mesures pour assurer une saine gestion de nos programmes d'immigration compte tenu de la hausse vertigineuse du nombre de demandes présentées pour toutes les catégories d'immigrants partout dans le monde. À court terme, ces mesures se sont révélées efficaces : nous avons réussi à faire correspondre les niveaux d'immigration réels aux niveaux prévus. Toutefois, le nombre de personnes qui présentent une demande d'immigration excède encore de loin la capacité de nos programmes. À long terme, notre défi consistera à faire correspondre le nombre de nouveaux cas traités dans le cadre de nos programmes aux niveaux prévus.

- **Protection de la société** — Les Canadiens peuvent être fiers d'une politique d'immigration qui demeure l'une des plus libérales et des plus généreuses dans le monde. Cependant, les Canadiens ne toléreront pas ceux qui abusent de notre libéralité et de notre générosité. J'ai l'intention de prendre des mesures pour améliorer la vérification des antécédents des immigrants éventuels, pour renforcer l'application de la Loi sur l'immigration et pour faciliter le renvoi de ceux qui perdent leur droit de demeurer au Canada en enfreignant nos lois.

- **Immigration fondée sur des motifs économiques** — Je prendrai un certain nombre de dispositions pour améliorer la sélection des immigrants qui ont, par leurs qualifications professionnelles particulières, leur sens aigu des affaires ou leurs compétences comme investisseurs, une expérience utile pour le Canada. Ces immigrants peuvent apporter une contribution unique au développement économique régional, à notre compétitivité dans le monde ainsi qu'à notre future prospérité.

- **Intégration des immigrants** — Le plan quinquennal prévoit une stratégie globale d'intégration des immigrants qui sera mise en oeuvre par le fédéral pour aider les immigrants à s'adapter à leur nouveau milieu et à connaître les valeurs sociales fondamentales qui unissent le Canada en tant que pays, ainsi que pour encourager les Canadiens à offrir aux nouveaux arrivants un cadre hospitalier. Une des composantes clés de cette stratégie est une nouvelle politique sur les cours de langue pour les immigrants qui permettra d'offrir à un plus grand nombre parmi ceux qui en ont besoin des cours de langue de qualité.

Pour chacun des domaines d'activité précités, je tiens à ce que l'immigration continue à renforcer le Canada comme elle l'a fait dans le passé. Les Canadiens ont développé une façon de vivre qui fait l'admiration du monde entier. L'immigration nous a aidés à développer cette façon de vivre, et elle nous aidera à édifier une nation prospère — une nation renouvelée — dans les années à venir.



Le ministre de l'Emploi et de l'Immigration
Bernard Valcourt

Le plan quinquennal

Tout au long de l'histoire du Canada, les immigrants ont apporté beaucoup de dynamisme à la vie économique et sociale des collectivités dans lesquelles ils ont vécu, de même que dans ce pays qu'ils ont choisi d'appeler leur patrie. Le plan d'immigration de 1991 à 1995, annoncé par le gouvernement en octobre 1990, vise à faire en sorte que ce dynamisme continue d'être mis à profit dans l'édification d'un Canada uni et prospère dans l'avenir.

Ce plan quinquennal a été établi à partir des consultations les plus vastes jamais tenues à propos des niveaux d'immigration. Environ 4 000 personnes y ont participé, dont des représentants des milieux d'affaires, des syndicats, de tous les ordres de gouvernement, d'organisations de services sociaux et de santé ainsi que de groupes qui s'occupent d'immigrants et de réfugiés, des enseignants, des économistes. Il s'est dégagé de ces consultations un appui important en faveur d'augmentations modérées du nombre d'immigrants au cours de la période envisagée de cinq ans.

Le plan prévoit donc une augmentation modérée du nombre d'immigrants par rapport au niveau de 200 000 pour 1990. Pour 1991, le niveau prévu était de 220 000. Ainsi, le plan prévoit l'admission de 250 000 immigrants par année de 1992 à 1995.

Le plan prévoit non seulement une augmentation des niveaux d'immigration en général, mais assure aussi que la composition du mouvement permettra d'atteindre les objectifs économiques, sociaux et humanitaires du Canada :

L'immigration des membres de la famille demeure un élément important du programme d'immigration. D'ici la fin de 1991, les dispositions réglementaires relatives à l'immigration des membres de la famille seront modifiées de manière à mieux refléter la notion de famille telle qu'elle est généralement comprise au Canada. Les nouvelles dispositions permettront aux Canadiens de parrainer les enfants qui sont effectivement à la charge de leurs parents, les conjoints, les fiancés, les pères et mères, les grands-parents et d'autres parents actuellement considérés comme membres de la catégorie de la famille; les enfants adultes qui ne sont pas à la charge de leurs parents seront par ailleurs exclus.

Les réfugiés sont toujours un élément important du plan d'immigration du Canada. Le plan assure le maintien des engagements internationaux d'ordre humanitaire pris par le Canada au sujet des réfugiés dans le cadre de programmes de parrainage mis en oeuvre à la fois par le gouvernement et par le secteur privé. Il garantit que seront remplies, grâce à un processus d'examen des revendications du statut de réfugié présentées par des personnes qui arrivent au Canada de façon imprévue, les obligations imposées au Canada par le droit international.

L'immigration fondée sur des motifs économiques est reconnue comme étant un objectif de plus en plus important. Les immigrants indépendants et les parents aidés sélectionnés en fonction de leurs compétences ainsi que les immigrants choisis du fait de leur expérience des affaires ou de l'investissement contribueront beaucoup à accroître la compétitivité et, de ce fait, à la prospérité du Canada de demain.

Le plan tient aussi compte de la nécessité de gérer plus efficacement les niveaux d'immigration que cela a été fait dans le passé. Un certain nombre de mesures permettront à court et à long

terme de faire en sorte que les niveaux d'immigration prévus dans le plan soient respectés chaque année.

Une nouvelle stratégie fédérale d'intégration des immigrants a été annoncée en même temps que le plan. Cette stratégie vise à offrir aux immigrants de meilleurs services d'intégration et à leur faciliter l'accès aux cours de langue. Elle accorde plus d'importance au fait d'aider les immigrants à connaître les valeurs canadiennes et les Canadiens à comprendre les antécédents culturels divers des nouveaux arrivants.

Le plan d'immigration de 1991 à 1995

COMPOSANTE	1991 ESTIMATION	1991 PLAN	1992	PRÉVU 1993	1994	1995
CATÉGORIE DE LA FAMILLE	91 000	80 000	100 000	95 000	85 000	85 000
RÉFUGIÉS						
• Réfugiés et membres des catégories désignées pris en charge par le gouvernement (sélectionnés à l'étranger)	7 500	13 000	13 000	13 000	13 000	13 000
• Réfugiés et membres des catégories désignées parrainés par le secteur privé (sélectionnés à l'étranger)	19 000	23 500	17 000	20 000	15 000	15 000
• Réfugiés reconnus comme tels au Canada (après le 1er janv. 1989)	7 000	10 000	20 000	25 000	25 000	25 000
IMMIGRANTS INDÉPENDANTS						
• requérants principaux	23 500	20 000	31 500	22 500	29 000	29 000
• conjoints et autres personnes à charge les accompagnant	21 500	21 000	29 000	25 000	33 000	33 000
PARENTS AIDÉS						
• requérants principaux	8 500	7 000	9 000	8 500	11 500	11 500
• conjoints et autres personnes à charge les accompagnant	14 500	12 500	18 500	15 000	19 000	19 000
GENS D'AFFAIRES IMMIGRANTS						
• requérants principaux	4 500	7 000	7 000	6 500	5 000	5 000
• conjoints et autres personnes à charge les accompagnant	14 000	21 000	21 000	19 500	14 500	14 500
RETRAITÉS	4 000	5 000	5 000	0	0	0
TOTAL	215 000	220 000	250 000	250 000	250 000	250 000

Résultat en 1991

1. Réalisation du plan

Le nombre réel d'immigrants admis en 1991 devrait être de 215 000, soit à 2 % près du niveau prévu de 220 000. Pour en arriver à cette étroite correspondance entre le plan et les niveaux globaux d'immigration, certaines modifications ont été apportées aux niveaux de catégories précises d'immigrants.

Le gouvernement devait parrainer, en 1991, 13 000 réfugiés dont 10 000 devaient venir de régions déterminées; une réserve pour l'admission de 3 000 autres était prévue. Or, il semble maintenant peu probable que le gouvernement réétablisse plus de 7 500 réfugiés dans le cadre de son programme de prise en charge. Cet écart tient à plusieurs facteurs : de meilleures conditions dans les pays d'Europe de l'Est; la lenteur relative de la sélection des revendicateurs dans le cadre du Plan d'action global qui prévoit que ce sont les pays de premier asile qui déterminent le statut de réfugié des chercheurs d'asile de l'Asie du Sud-Est; le nombre peu élevé de cas retenus par le Haut-commissariat des Nations Unies pour les réfugiés (HCR) en Afrique et l'effet négatif, sur les opérations des bureaux des visas, de la guerre du Golfe et des guerres civiles dans les pays de la Corne de l'Afrique.

Le nombre de réfugiés parrainés par des organismes privés est également plus faible que prévu. En effet, beaucoup d'Européens de l'Est qui rentraient dans l'ancienne catégorie désignée d'exilés volontaires ont retiré leur demande de résidence permanente au Canada par suite des événements positifs survenus dans leurs pays d'origine.

Lorsqu'il a été évident que le nombre de réfugiés accueillis par le Canada en 1991 serait plus faible que le nombre prévu, un nombre correspondant à l'écart a alors été réattribué aux personnes à charge de réfugiés reconnus comme tels au Canada au sens de la Convention des Nations Unies.

Le nombre réel d'immigrants de la catégorie de la famille sera un peu plus élevé en 1991 que le nombre prévu. Le nombre d'immigrants indépendants ou d'immigrants qui contribuent à l'économie (indépendants, parents aidés et gens d'affaires immigrants) devrait dépasser légèrement les prévisions du plan.

2. Gestion améliorée

Faire correspondre les niveaux réels d'immigration et les niveaux prévus était un élément clé du plan quinquennal. S'il a été possible d'y arriver au cours de la première année, c'est en raison d'un certain nombre de mesures.

Le facteur le plus important d'une meilleure gestion des niveaux d'immigration en 1991 réside probablement dans le fait que des ressources ont été attribuées dans les bureaux à l'étranger au traitement des demandes d'immigration ainsi qu'à certaines autres activités, notamment à la délivrance de visas d'étudiant et de permis de travail temporaires ainsi qu'à la protection de la société et au contrôle de l'immigration clandestine. Cependant, les améliorations découlent aussi des modifications apportées aux dispositions réglementaires annoncées dans le plan en 1990. La catégorie des «retraités» a été supprimée, et les dispositions régissant les entrepreneurs et les investisseurs sont devenues plus rigoureuses. D'autres changements apportés à la catégorie de la famille et aux priorités de traitement favoriseront encore davantage une meilleure gestion au cours de l'année à venir.

Pour ce qui est des immigrants indépendants, la liste générale des professions a été suspendue du 30 janvier au 14 mai 1991. L'objet de cette mesure consistait à réduire le nombre excessif de demandes reçues à l'étranger. Le 15 mai, une nouvelle liste de professions désignées était annoncée. Il s'agissait de professions dans lesquelles certaines provinces manquaient de main-d'oeuvre; cette liste permettait donc de satisfaire à leurs besoins. Lorsqu'une profession désignée n'est plus en pénurie de main-d'oeuvre, elle est rayée de la liste.

D'autres mesures visant à garantir que le mouvement d'immigration continuera d'être fonction des objectifs économiques, sociaux et humanitaires du Canada sont maintenant à l'étude.

3. Délai de traitement réduit

En annonçant le plan quinquennal, le gouvernement s'est engagé à réduire le délai de traitement des demandes des conjoints et des enfants. C'est surtout dans les bureaux de la région de l'Asie et du Pacifique que la situation est critique, puisqu'il faut parfois plus de deux ans pour terminer l'étude d'une demande.

Divers facteurs peuvent expliquer ces retards : le nombre extrêmement élevé de demandes, les difficultés à obtenir les documents officiels et le manque d'installations convenables pour procéder aux examens médicaux nécessaires. Et parfois, le traitement est retardé uniquement parce que le requérant remplit mal sa demande.

Les agents dans les bureaux à l'étranger ont reçu instruction d'accorder la priorité aux demandes des conjoints. Ils s'emploient à réduire considérablement le délai de traitement des cas habituels, et les priorités établies dans les dispositions réglementaires ayant une incidence sur tous les bureaux à l'étranger sont en voie de modification. Des renseignements précis sur les changements promis devraient être annoncés avant la fin de 1991. Ils serviront à accélérer l'admission des conjoints et des enfants à charge de même que celle de certains immigrants qui contribuent à l'économie.

4. Stratégie d'intégration des immigrants

La stratégie fédérale d'intégration des immigrants, annoncée dans le plan quinquennal en 1990, favorise la participation entière des immigrants à tous les aspects de la vie canadienne. Elle permet de coordonner les efforts de plusieurs ministères fédéraux et préconise une nouvelle collaboration avec les provinces, le secteur privé et les groupes communautaires locaux en vue de satisfaire aux besoins des immigrants.

Des progrès ont été réalisés relativement à un certain nombre de mesures prises à l'appui de cette stratégie.

- Un programme d'accueil permanent et élargi qui n'est plus limité aux réfugiés pris en charge par le gouvernement, mais qui est offert à tous les immigrants. Plus de Canadiens ont maintenant la chance d'accueillir et d'aider eux-mêmes les immigrants.

- Des crédits supplémentaires affectés au programme d'établissement et d'adaptation des immigrants permettent à un plus grand nombre d'organismes de fournir des services améliorés d'adaptation et d'intégration aux immigrants de toutes les catégories.

- Un projet pilote d'accueil des immigrants dans les aéroports de Toronto et de Vancouver doit débuter en 1992.

- De la documentation destinée aux bureaux des visas à l'étranger, aux professeurs de langue, aux organismes d'aide aux immigrants, aux principaux organismes et aux immigrants eux-mêmes. Cette documentation, écrite et visuelle, donne une vision réaliste de ce que les nouveaux venus peuvent s'attendre de trouver au Canada et de ce que le Canada attend d'eux.

- Un programme de participation civique et communautaire mieux ciblé et plus visible. Ce programme de Multiculturalisme et Citoyenneté Canada accorde des fonds aux organismes d'aide aux immigrants, aux groupes d'immigrantes et à d'autres organismes sans but lucratif afin d'accroître la capacité des Canadiens de première génération de participer à la vie canadienne, et d'aider les services sociaux et de santé ainsi que d'autres institutions à s'adapter aux besoins spéciaux des Canadiens de première génération.

Multiculturalisme et Citoyenneté Canada joue aussi un rôle de tout premier plan dans l'intégration des immigrants à la société canadienne, car il les encourage à devenir citoyens canadiens et il leur fournit des documents sur le Canada. De plus, ce ministère sensibilise davantage la population à la valeur et à l'importance de la citoyenneté canadienne, grâce à des événements comme la Semaine nationale de la citoyenneté.

5. Cours de langue pour les immigrants

La stratégie fédérale d'intégration des immigrants prévoit également l'affectation de crédits supplémentaires aux cours de langue pour les immigrants pendant la période de cinq ans et l'établissement de nouveaux programmes fédéraux de cours de langue pour les immigrants.

La nouvelle politique en matière de cours de langue permettra d'améliorer la formule pour évaluer les besoins et y satisfaire; elle renforcera la collaboration entre les divers intervenants ainsi que la prise de décision conjointe. Voici les retombées probables de la nouvelle politique :

- accroître considérablement le nombre de cours de langue offerts aux immigrants;
- offrir aux immigrants des formules de cours plus souples et mieux adaptées à leurs besoins;
- mieux jumeler le cours offert et les besoins individuels grâce à une meilleure évaluation et orientation;
- veiller à ce que plus d'immigrants reçoivent une aide rapide pendant les premières étapes de leur établissement au Canada;
- offrir des cours de langue à un plus large éventail d'immigrants, peu importe leur catégorie et leur situation sur le marché du travail ou leurs intentions à ce sujet;
- accroître le pourcentage (de 28 % en 1990 à 45 % en 1995, dernière année du plan) d'immigrants adultes nouvellement arrivés qui suivent des cours de langue.

Plan pour 1992

Le vaste appui qu'a reçu le plan d'immigration quinquennal s'est maintenu au cours de la première année.

Certaines modifications sont nécessaires pour tenir compte de la conjoncture, mais le gouvernement respectera le plan quinquennal tout au long de 1992.

1. Modification de la catégorie de la famille

Comme il a été annoncé dans le plan quinquennal, des modifications apportées aux dispositions réglementaires excluront de la catégorie de la famille les enfants qui ne sont pas à la charge de leurs parents. Il s'agit ainsi de privilégier les liens de dépendance réelle entre les membres de la cellule familiale. Les critères de la catégorie de la famille seront modifiés pour permettre aux Canadiens de parrainer les enfants qui, de fait, sont à la charge de leurs parents, de même que les conjoints, les fiancés, les pères et mères, les grands-parents et autres parents qui, à l'heure actuelle, rentrent dans la catégorie de la famille; les enfants adultes qui ne sont pas à la charge de leurs parents seront exclus. Ces changements seront en vigueur d'ici la fin de 1991.

2. Réfugiés

Le gouvernement continuera d'appliquer le programme de réétablissement des réfugiés sélectionnés à l'étranger. Toutefois, le Canada s'intéresse moins aux mouvements migratoires de masse, comme ceux en Indochine et en Europe de l'Est, pour se préoccuper davantage des cas de protection. Par ailleurs, le HCR concentre ses efforts sur le rapatriement volontaire et le réétablissement sur place des réfugiés. Le réétablissement dans un tiers pays n'est envisagé que dans les cas exceptionnels.

Le nombre fixé pour les réfugiés pris en charge par le gouvernement se maintiendra à 13 000, même si cet objectif n'a pu être atteint en 1991. Toutefois, un nombre important est prévu comme réserve. L'objectif de 13 000 devrait être atteint uniquement s'il faut, par suite d'une situation particulière, réétablir un nombre considérable de personnes dans un tiers pays.

En 1992, le nombre de réfugiés parrainés par des groupes du secteur privé devrait s'élever à quelque 17 000. Ce nombre demeure important en raison des demandes des Européens de l'Est qui ont été parrainés avant l'annulation du Règlement sur la catégorie désignée d'exilés volontaires, en août 1990.

Les chercheurs d'asile pourront continuer de bénéficier de la protection du Canada. D'après les taux actuels de demandes acceptées, 20 000 personnes deviendraient résidents permanents en 1992 suivant cette formule d'admission au Canada.

3. Immigrants qui contribuent à l'économie

Le gouvernement veillera à ce qu'un nombre sans cesse croissant d'immigrants soient sélectionnés en fonction des compétences qu'ils apportent au Canada. Les immigrants indépendants et les parents aidés ont des qualifications professionnelles particulières qui sont en grande demande. Les gens d'affaires immigrants, sélectionnés en raison de leur sens aigu des affaires ou de leur expérience de l'investissement, peuvent apporter une contribution unique à l'expansion économique régionale. Ces deux groupes favorisent la compétitivité internationale du Canada et sa prospérité future.

Le nombre global d'immigrants sélectionnés en raison de leurs compétences (indépendants, parents aidés et gens d'affaires immigrants) augmentera légèrement en 1992. De 1991 à 1995, leur nombre dans le mouvement d'immigration global prévu passera de 34 000 la première année à 45 000 la dernière année.

Mesures prises et à prendre

CIC=Service

L'efficacité des services offerts aux clients constitue un aspect important de tout programme bien administré. Le Canada présente un tel attrait qu'il se produit souvent des retards inévitables dans le traitement des demandes d'immigration et que le personnel ne peut pas toujours résorber l'arriéré dans l'étude de ces demandes. Cependant, un service efficace permet d'éviter certains retards ou, quand ceux-ci ne peuvent l'être, d'aider les clients à comprendre pourquoi ils se produisent et ce à quoi ils doivent s'attendre à l'avenir.

Depuis vingt ans, le programme a beaucoup changé; le volume de travail dans les Centres d'Immigration Canada (CIC) s'est accru considérablement, et les ressources ne suffisent souvent plus à la demande. En partie pour cette raison, les délais de traitement augmentent au détriment de la qualité du service.

En 1990, un groupe de travail responsable du projet CIC=Service a été chargé d'examiner les modes de fonctionnement, de proposer des moyens d'optimiser l'utilisation de ressources limitées et de veiller à ce que le personnel puisse régulariser la demande de services d'immigration. L'opération CIC=Service a donné lieu à un engagement renouvelé de la part du personnel de tous les niveaux de fournir à leurs clients le meilleur service possible.

Tous les éléments du système d'exécution du programme au Canada, y compris les procédures et les méthodes de travail, la structure et l'organisation, l'affectation des ressources, la technologie, les installations, la formation et les relations avec la collectivité ont été étudiés. On apporte actuellement à ces éléments les modifications qui ont été recommandées. L'effet des changements sera ressenti le plus fortement au cours des deux prochaines années.

Les mesures prises sont les suivantes :

- Donner aux clients plus de moyens de s'orienter seuls. On est donc en train d'améliorer la qualité de l'information sur le programme dans les publications afin de réduire le nombre de demandes de renseignements adressées aux CIC. La télémessagerie et d'autres systèmes de réponse électroniques et automatisés seront perfectionnés. On s'occupe actuellement de modifier les formulaires et de les simplifier pour en faciliter l'utilisation.

- Améliorer la technologie offerte au personnel des services de soutien en ajoutant au Système de soutien des opérations des bureaux locaux des systèmes pilotés par micro-ordinateur permettant d'automatiser la rédaction de lettres, l'établissement des calendriers d'entrevues ainsi que le suivi et la documentation des cas.

- Abandonner l'entrevue en personne comme méthode habituelle de travail au profit du traitement sur papier de demandes reçues par la poste ou déposées dans les bureaux. Cette mesure a pour effet de favoriser une utilisation plus efficiente des ressources, de normaliser davantage les procédures administratives tout en exerçant un meilleur contrôle sur leur uniformité et leur efficacité.

- Centraliser certains types d'opérations afin de réaliser des économies d'échelle, de faciliter le contrôle et d'assurer une répartition plus équitable du volume de travail sur l'ensemble du réseau d'exécution du programme.

L'approche globale CIC=Service est maintenant appliquée dans les CIC aux points d'entrée. Ceux-ci avaient eu à s'adapter aux nouveaux aspects de la politique de contrôle qui découlent de la modification du processus de reconnaissance du statut de réfugié de même qu'aux responsabilités accrues en matière de facilitation qu'a entraînées l'Accord de libre-échange entre le Canada et les États-Unis.

La qualité des services offerts dans les bureaux à l'étranger est également à l'étude. La responsabilité des services fournis à l'étranger incombe à Affaires extérieures et commerce extérieur Canada (AECEC).

AECEC procède à certaines améliorations qui touchent les systèmes informatisés, l'automatisation, les locaux mis à la disposition du public dans les missions diplomatiques du Canada, l'accès des clients à l'information et la formation du personnel. D'autres améliorations suivront, notamment de meilleurs documents d'information pour les clients et une meilleure information du personnel en matière de counselling.

Processus de reconnaissance du statut de réfugié

Le processus actuel est en vigueur depuis le 1er janvier 1989. Il a été conçu pour traiter rapidement et équitablement les revendications du statut de réfugié présentées au Canada et pour dissuader les demandeurs dont la revendication est manifestement non fondée. En 1989, quelque 21 000 revendications ont été présentées, en 1990, environ 36 000, mais, pour 1991, il devrait y en avoir environ 31 000.

À l'heure actuelle, le processus en place au Canada est l'un des trois seuls au monde qui parviennent à régler plus de revendications qu'ils n'en reçoivent. Le nombre important de cas en attente accumulés au cours des deux premières années est maintenant en voie de réduction. Cependant, la situation demeure préoccupante pour plusieurs raisons. Il y a un grave manque d'efficacité dans le traitement des revendications, qu'elles soient fondées ou non. En outre, comme la Commission de l'immigration et du statut de réfugié le soulignait dans son rapport annuel, il faut augmenter le taux de renvoi dans le cas des demandeurs déboutés. Les facteurs qui empêchent une augmentation du nombre des renvois font l'objet d'une analyse approfondie.

Jusqu'au mois de juillet 1991, les cinq principaux pays d'origine des demandeurs étaient Sri Lanka, la Somalie, l'URSS, la Chine et l'Iran. Les taux d'acceptation pour ces pays étaient respectivement de 94,4 %, de 92,9 %, de 68,9 %, de 22,4 % et de 88,1 %. Le tiers de toutes les revendications sont présentées à la frontière canado-américaine, ce qui indique la nécessité d'une action concertée de la part des gouvernements des deux pays. En fait, le Canada joue un rôle actif dans les organisations internationales qui s'occupent de ces questions.

Il faut bien comprendre que les facteurs qui provoquent les mouvements de demandeurs du statut de réfugié sont imprévisibles. On ne peut supposer que le nombre actuel de revendications pour un même pays d'origine se maintiendra. Même en ne considérant que le nombre actuel, les coûts directs et indirects du processus de reconnaissance du statut de réfugié sont très élevés. Si l'on tient en outre compte du manque d'efficacité déjà mentionné plus haut, ces facteurs sont autant de raisons d'adopter des mesures pour améliorer le processus de reconnaissance du statut de réfugié.

Cependant, les pays peuvent faire très peu séparément pour résoudre les causes de l'immigration imprévisible ou alléger les pressions que ce type d'immigration exercent sur leurs systèmes de détermination du statut de réfugié.

Le Canada favorise l'établissement de stratégies internationales pour résoudre les questions relatives aux mouvements migratoires. Ces stratégies pourraient comprendre la conclusion d'ententes multilatérales, bilatérales et régionales sur des questions comme la protection des demandeurs d'asile et le renvoi des demandeurs déboutés. Ces ententes devraient entraîner l'adoption dans tous les pays de règles et de normes uniformes pour le traitement des revendications

du statut de réfugié. Cette harmonisation des mesures devraient décourager les demandeurs d'asile qui «magasinent de pays en pays».

Les nations devraient toutes avoir comme objectif de raffermir les règles de droit international, lesquelles sont précisées dans des documents comme la Convention de 1951 des Nations Unies sur la définition de réfugié. Chaque pays devrait s'assurer que ses lois et politiques reposent sur une approche claire, pragmatique et humanitaire à l'égard du problème des grands mouvements migratoires. Si ces objectifs ne sont pas atteints, c'est l'intégrité et la viabilité du système international de protection des réfugiés qui seront compromises.

Programme d'élimination de l'arriéré

Ce programme a été mis sur pied en 1989 pour régler les nombreux cas qui s'étaient accumulés avant l'entrée en vigueur du nouveau processus de reconnaissance du statut de réfugié en janvier 1989. Des décisions définitives ont été rendues dans la plupart des cas. Le budget du programme sera respecté.

Des quelque 60 000 demandeurs dont le cas fait partie de l'arriéré, près de 40 000 ont reçu une réponse favorable. Environ 16 000 demandeurs ont quitté le Canada ou font l'objet d'une mesure de renvoi.

En Colombie-Britannique, en Alberta et dans les petites régions, toutes les audiences seront terminées en novembre 1991. À cause du nombre élevé de cas qui sont traités au Québec et en Ontario, les audiences n'y seront terminées respectivement qu'en mars 1992 et en décembre 1992.

Le nombre global de revendications du statut de réfugié présentées avant janvier 1989 a été confirmé : il s'élève à 95 000, soit 10 000 de plus que prévu.

Protection de la société

Les Canadiens sont en droit de s'attendre à ce que les personnes qui immigrent ou séjournent temporairement au Canada le fassent légalement et que, dès leur arrivée, elles se conforment à nos lois. Ils peuvent aussi légitimement espérer que le gouvernement prendra des mesures fermes et décisives à l'égard des personnes qui, trompant la confiance que l'on a mise en eux en les accueillant au Canada, se livrent à des activités criminelles.

Les personnes qui sont reconnues coupables de délits graves à l'étranger ne peuvent être admises au Canada ni comme immigrants ni comme visiteurs. Les immigrants ou les visiteurs qui sont condamnés pour avoir commis une infraction criminelle grave — ou une série d'infractions mineures — peuvent être expulsés.

Afin de renforcer ces mécanismes de protection, le gouvernement met actuellement en oeuvre une vaste stratégie de contrôle qui vise à améliorer l'efficacité des services d'immigration pour assurer la protection de la société contre les criminels étrangers. Cette stratégie comporte des mesures visant à améliorer entre autres :

- l'identification et la dissuasion des criminels étrangers qui voudraient entrer au Canada;
- les enquêtes et les poursuites concernant les immigrants et les visiteurs qui se livrent à des activités criminelles au Canada;
- l'expulsion du Canada des criminels étrangers.

Identification et dissuasion

Une série de mesures limitera l'accès, à partir de l'étranger, au processus de reconnaissance du statut de réfugié du Canada : la dispense du visa sera retirée aux ressortissants de certains pays;

plusieurs autres pays ont été avertis que la dispense du visa accordée à leurs ressortissants serait supprimée s'ils ne parvenaient pas à empêcher l'utilisation de leurs passeports par des non-nationaux.

D'autres mesures consistent à appliquer de façon plus rigoureuse les dispositions de la loi existante concernant les amendes, à améliorer la détection de faux documents par les compagnies aériennes et les autres transporteurs (ce qui comprend une plus grande utilisation de moyens techniques dans la lutte contre les faux documents), à introduire de nouveaux documents dotés de caractéristiques sécuritaires supplémentaires, à procéder à des enquêtes plus poussées sur les activités des passeurs et à intenter les poursuites nécessaires.

Le réseau des contrôleurs de l'immigration à l'étranger pourrait également être élargi. Ces contrôleurs suivent les tendances de l'immigration illégale et sont chargés de communiquer régulièrement à ce sujet avec les sociétés aériennes et les autorités responsables du contrôle.

Investigations et poursuites

Pour le gouvernement, l'efficacité accrue des investigations et des poursuites liées aux activités criminelles des immigrants et des visiteurs constituent une priorité. La mise au point d'interfaces et de liens informatisés avec un grand nombre de corps policiers et d'organisations de contrôle (p. ex. le Centre d'information de la police canadienne) a débuté. Cette initiative visant à automatiser les opérations facilitera l'identification des criminels étrangers et leur renvoi du Canada. Parmi les autres mesures, citons le développement d'un système national de gestion des cas faisant l'objet d'investigations, l'amélioration des formalités pour l'obtention de documents de voyage ainsi que l'élaboration de nouveaux systèmes et moyens pour identifier les personnes qui devraient être expulsées.

On met actuellement au point un nouveau système de recrutement et de formation des investigateurs de l'immigration qui permettra de déterminer les qualités et compétences essentielles pour être un investigateur efficace. Ce système contribuera en outre à améliorer l'efficacité des investigateurs pour ce qui concerne l'identification et l'expulsion des étrangers impliqués dans des activités criminelles.

Expulsions

Le retard dans l'expulsion des criminels étrangers est souvent attribuable au système judiciaire plutôt qu'au programme d'immigration. Ainsi, le processus d'expulsion demande parfois beaucoup de temps parce que la personne visée exerce son droit d'interjeter appel ou de demander la révision judiciaire garantie à chacun au Canada par la Charte des droits et libertés.

Le ministre de l'Emploi et de l'Immigration peut toutefois influer sur certains facteurs, ce qui permettra de recourir davantage à la mise sous garde dans le cas de personnes qui sont susceptibles de se soustraire à la procédure judiciaire. Les suspensions sur les expulsions seront levées dès que possible, et l'on se penche actuellement sur le problème des retards attribuables à l'absence de documents de voyage.

Des modifications législatives sont également envisagées au sujet du triage sécuritaire, des pouvoirs des agents d'immigration en matière d'exécution de la Loi et de l'expulsion des personnes qui contreviennent à la Loi sur l'immigration.

Non-admissibilité pour raisons de santé

Un examen des dispositions de la Loi sur l'immigration touchant la non-admissibilité pour raisons de santé a été entrepris au printemps de 1990, de concert avec Santé et Bien-être social Canada. Des questions importantes, comme les examens médicaux visant à diagnostiquer des maladies dangereuses ou infectieuses et les préoccupations quant au fardeau excessif pour les services de santé et les services sociaux, ont été étudiées avec le concours des gouvernements provinciaux et les organismes non gouvernementaux.

L'objectif de cet examen des dispositions de la Loi est d'arriver à un équilibre entre, d'une part, les responsabilités du Canada quant à la santé et à la sécurité de ses habitants ainsi qu'au maintien des services de santé et des services sociaux et, d'autre part, le respect des dispositions de la Charte des droits et libertés en ce qui a trait aux pratiques non discriminatoires. Un rapport final sur la non-admissibilité pour raisons de santé sera publié sous peu.

Immigration fondée sur des motifs économiques

Les immigrants qui sont sélectionnés pour leur profession ou pour leur sens des affaires contribuent de façon directe à la prospérité du Canada. Quatre secteurs de l'immigration fondée sur des motifs économiques font actuellement l'objet d'une attention spéciale.

Programme d'immigration des investisseurs

Le programme d'immigration des investisseurs a pour objet d'attirer des immigrants indépendants qualifiés qui investiront au Canada.

Il a déjà permis de recruter des investisseurs d'expérience qui peuvent avoir une influence favorable sur l'économie canadienne. Toutefois, le gouvernement est d'avis que ce programme pourrait être utilisé plus efficacement que par le passé pour atteindre des objectifs économiques précis, par exemple l'expansion économique régionale. Des propositions en ce sens seront examinées avec les parties concernées au début de l'année qui vient.

Professions désignées

La liste des professions «désignées», dont on avait fait l'annonce en mai 1991, a été établie avec l'avis des provinces et du secteur privé. Elle comprend les professions qui sont très en demande dans certaines provinces et sert à la sélection des immigrants qui pourraient répondre à cette demande. Les demandeurs qui possèdent les qualités requises se voient accorder des points additionnels dans le processus de sélection et leurs demandes sont traitées en priorité.

Dans le cadre de son plan d'immigration pour 1991-1995, le gouvernement augmentera le nombre et la proportion de travailleurs qualifiés qui seront sélectionnés comme immigrants indépendants et parents aidés. La liste des professions désignées permet de procéder à une meilleure sélection de ces travailleurs en fonction des priorités des provinces relativement au marché du travail.

Cette liste fait l'objet d'un contrôle très étroit. Lorsqu'un besoin pour une profession donnée dans une province est comblé, cette profession est retirée de la liste.

Marché du travail mondial

Grâce aux nouveaux systèmes de transport et de communication, les entreprises peuvent faire affaire et utiliser leurs ressources aussi facilement à l'étranger qu'au pays. En outre, les ententes bilatérales et multilatérales entre les pays facilitent le déplacement des travailleurs d'un pays à l'autre.

Le gouvernement fédéral a comme objectif de veiller à ce que les politiques d'immigration du Canada correspondent aux réalités du marché du travail mondial et de protéger en même temps les intérêts des travailleurs canadiens. Dans l'avenir, par exemple, des dispositions touchant la mobilité des travailleurs semblables à celles comprises dans l'Accord sur le libre-échange conclu entre le Canada et les États-Unis pourraient faire partie de l'Accord général sur le commerce des services (ronde de négociations du GATT tenue en Uruguay), et pourraient être négociées dans le cadre de l'Accord de libre-échange nord-américain actuellement à l'étude. Ces dispositions pourraient entraîner des retombées économiques importantes pour les Canadiens.

Groupe de travail sur l'accréditation

L'accréditation des professions est de compétence provinciale, sauf pour de très rares exceptions. Toutefois, les questions relatives à l'accréditation et à l'autorisation d'exercer une profession ont des répercussions sur les programmes d'immigration fédéraux.

Par exemple, le problème de la transférabilité au niveau international de l'accréditation professionnelle et de la scolarité restreint la possibilité pour les travailleurs qualifiés et leurs conjoints de trouver un emploi qui leur convient au Canada. Les procédures relatives à la reconnaissance des compétences au niveau international sont pour le moins limitées.

Un groupe de travail interministériel fédéral procède actuellement à l'examen des questions relatives à la réglementation des professions et à la reconnaissance des titres de compétence obtenus à l'étranger. Il tente de trouver des façons de mieux évaluer les compétences des travailleurs à l'étranger et de faciliter les démarches de ceux qui désirent en faire profiter le Canada. Plusieurs provinces ont étudié la question, et leur contribution sera sans doute nécessaire pour définir le rôle du gouvernement fédéral.

IMMIGRATION

Canada

Annual Report to Parliament

Immigration Plan for 1991-1995

Year Two

November 1991

Annual Report to Parliament

Immigration Plan for 1991-1995

Year Two

IM-094/10/91

92-01296/

Produced by Public Affairs and
the Immigration Policy Group
Employment and Immigration Canada

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November 1, 1991

This report is tabled in accordance with section 7 of the Immigration Act, which states:

> The Minister, after consultation with the provinces concerning regional demographic needs and labour market considerations and after consultations with such other persons, organizations and institutions as he deems appropriate, shall cause to be laid before Parliament, not later than the sixtieth day before the commencement of each calendar year or, if Parliament is not then sitting, not later than the fifteenth day next thereafter that either House of Parliament is sitting, a report specifying:
>
> (a) the number of immigrants that the Government of Canada deems it appropriate to admit during any specified period of time; and
>
> (b) the manner in which demographic considerations have been taken into account in determining that number.

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Introduction

Canadians today, in all parts of this country, are taking part in an historic process of constitutional renewal. The government's recent proposals for constitutional reform mark just the first step in building a new Canada — a united and prosperous Canada, a Canada of unparalleled opportunity for all to share.

As we think about nation-building, we would do well to reflect upon the role that immigration has played in our past.

Immigration has played a part in shaping many of the shared values that unite us as Canadians. It has deepened and enriched our cultural heritage. It has helped to strengthen a fundamental respect for diversity that has been part of Canada from the beginning. It has helped make us known around the world as a nation that values, above all, tolerance and generosity of spirit.

And immigration has been a source of economic strength. Over the years it has drawn people with new talents and badly needed skills into our work force. It has brought people with expertise in world markets into our business community. It has brought investment capital into Canada, and helped create jobs for Canadians. In recent years, business immigrants have brought about $3 billion annually into the country.

As it has in the past, immigration will strengthen the prosperity and unity of this country in the future.

In the fall of 1990 the government introduced a five-year plan to ensure that Canada will continue to enjoy the substantial economic, social and cultural benefits of immigration, while maintaining our strong humanitarian commitment to assist the world's refugees. The plan maintains a balance among the economic, social and humanitarian objectives of our immigration programs.

This plan received, and continues to receive, widespread support from all levels of government, from business and labour, and from other groups directly affected by immigration. After the first year of the plan, I am pleased to say that we are on target with respect to overall immigration levels.

There will be no significant changes to the plan during the coming year. However, there are a number of areas that need to be addressed. As we prepare for 1992, my priorities will be in four main areas:

- **Managing immigration**: The plan included a number of measures to ensure that our immigration programs are well managed, in the face of dramatically rising requests for immigration in all categories from around the world. In the short term, these measures have proven effective; we have brought actual immigration levels into line with planned levels. However, the number of people applying to immigrate to Canada still far exceeds the capacity of our programs. Over the longer term, our challenge is to bring the intake of our programs into line with planned levels.

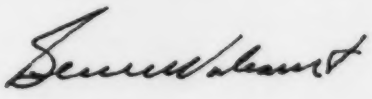
- **Protection of society**: Canadians can take pride in an immigration policy that remains one of the most open and generous in the world. However, Canadians will not tolerate those who would abuse our openness and generosity. I will improve the screening of potential immigrants, the enforcement of the

Immigration Act, and the removal of those who forfeit the right to remain in Canada by breaking our laws.

- **Economic immigration**: I will introduce a number of measures to improve the selection of immigrants who have specific employment skills, business acumen, or investment expertise of value to Canada. These immigrants can make unique contributions to regional economic development, to Canada's international competitiveness, and to our future prosperity.

- **The integration of immigrants**: The five-year plan introduced a comprehensive federal immigrant integration strategy to help immigrants fit into their new communities and learn about the basic social values that unite Canada as a country, and to help Canadians provide a hospitable environment for newcomers. A key component of that strategy is a new immigrant language training policy which will make quality language training available to more immigrants who need this assistance.

In each of these areas, my concern is to ensure that immigration will continue to strengthen Canada, as it has done in the past. Canadians have built a way of life that is admired around the world. Immigration has helped us to build that way of life. And it will help us to build a prosperous nation — a renewed nation — in the years ahead.



Bernard Valcourt
Minister of Employment and Immigration

The Five-Year Plan

Throughout Canada's history, immigrants have made important contributions to the economic and social vitality of the communities in which they live, and the country they have chosen to call home. The government's 1991-1995 Immigration Plan, announced in October 1990, ensures that these contributions will continue to help build a united, prosperous Canada in the future.

The five-year plan is based on the most extensive consultations ever undertaken on immigration levels. About 4,000 individuals took part in these consultations, representing business, labour, all levels of government, health and social service organizations, immigrant and refugee serving groups, educators, economists, and others. The consultations indicated considerable support for moderate increases in immigration over the five-year period.

The plan provides for a moderate increase in immigration over the 1990 level of 200,000. The planned level for 1991 was 220,000. The plan provides for 250,000 immigrants annually from 1992 to 1995.

While increasing overall immigration levels, the plan ensures that there will be an appropriate mix of immigrants to meet Canada's economic, social and humanitarian objectives:

Family immigration remains an important component of the immigration program. Regulatory changes with respect to family immigration will be introduced by the end of 1991 which will more effectively capture the concept of family as it is generally understood in Canada. These changes will allow Canadians to sponsor children who are in fact dependent on their parents, as well as spouses, fiancés, parents, grandparents and other relatives presently included as family class members; adult, non-dependent children will be excluded.

Refugees continue to be an important component of Canada's immigration plan. The plan maintains Canada's international humanitarian commitments concerning refugees through both the government and private sponsorship programs, and our international legal obligations through the system for processing refugee claimants who arrive spontaneously in Canada.

Economic immigration is recognized as an increasingly important objective. Independent immigrants and assisted relatives selected because of their skills, and immigrants selected because of their business or investment expertise, will make important contributions to Canada's future competitiveness and prosperity.

The plan also addresses the need to manage immigration levels more effectively than has been done in the past. A number of short- and long-term measures will ensure that immigration levels set out in the plan are actually met each year.

A new federal immigrant integration strategy was announced with the plan. The strategy is designed to provide immigrants with improved language training and integration services. It includes a new emphasis on helping immigrants learn about Canadian values and on helping Canadians understand the diverse backgrounds of newcomers.

The 1991-1995 Immigration Plan

COMPONENT	1991 ESTIMATED	1991 PLAN	1992	PLANNED 1993	1994	1995
FAMILY CLASS	91,000	80,000	100,000	95,000	85,000	85,000
REFUGEES						
• Government-assisted refugees and members of designated classes (selected abroad)	7,500	13,000	13,000	13,000	13,000	13,000
• Privately sponsored refugees and members of designated classes (selected abroad)	19,000	23,500	17,000	20,000	15,000	15,000
• Refugees landed in Canada (after Jan.1/89)	7,000	10,000	20,000	25,000	25,000	25,000
INDEPENDENT IMMIGRANTS						
• principal applicants	23,500	20,000	21,500	22,500	29,000	29,000
• spouses and other accompanying dependents	21,500	21,000	20,000	25,000	33,000	33,000
ASSISTED RELATIVES						
• principal applicants	8,500	7,000	9,000	8,500	11,500	11,500
• spouses and other accompanying dependents	14,500	12,500	16,500	15,000	19,000	19,000
BUSINESS IMMIGRANTS						
• principal applicants	4,500	7,000	7,000	6,500	5,000	5,000
• spouses and other accompanying dependents	14,000	21,000	21,000	19,500	14,500	14,500
RETIREES	4,000	5,000	5,000	0	0	0
TOTAL	215,000	220,000	250,000	250,000	250,000	250,000

Performance in 1991

1. Meeting the plan

Actual immigration in 1991 is expected to be 215,000, or roughly within two per cent of the planned level of 220,000. To achieve this close correspondence between the plan and overall immigration levels, some adjustments occurred in the levels for specific immigrant categories.

A target of 13,000 government-assisted refugees was established for 1991. This included 10,000 persons from identified areas and a reserve of 3,000 places. It now seems unlikely that more than 7,500 refugees will be resettled under the government-assisted program. The shortfall is a result of improvements in conditions in Eastern Europe; the relatively slow screening of applicants under the Comprehensive Plan of Action which provides for asylum seekers in Southeast Asia to undergo refugee status determinations conducted by countries of first asylum; lack of referrals of cases by the United Nations High Commissioner for Refugees (UNHCR) in Africa; and the adverse effect on visa office operations of both the Gulf War and civil wars in the Horn of Africa.

Arrivals of privately sponsored refugees are also lower than expected. Many Eastern Europeans being processed under the former Self-Exiled Persons Designated Class Regulations have withdrawn their applications for permanent residence in Canada as a result of positive developments in their home countries.

When it became clear that the number of refugee arrivals in 1991 would be lower than planned, places reserved for refugees were reallocated for processing dependents of those persons already in Canada who have been determined to be United Nations Convention refugees.

The actual number of family class immigrants in 1991 will be somewhat higher than the planned level. The number of independent or economic immigrants (independents, assisted relatives and business immigrants) is expected to exceed slightly the number provided for in the plan.

2. Improved management

The commitment to bring actual immigration levels into line with planned levels was an important element of the five-year plan. The success in meeting this commitment during the first year of the plan is due to a number of initiatives.

Perhaps the most important factor in managing immigration levels in 1991 was the allocation of resources at posts abroad among immigrant processing activities and other activities such as the issuance of student visas, temporary work permits, and activities related to protection and control of illegal immigration. However, improvements are also linked to regulatory changes announced with the plan in 1990. These include the elimination of the "retiree" category of immigrants and more stringent regulations governing entrepreneur and investor immigrants. Additional changes with respect to family class regulations and priority processing regulations will allow further management improvements in the year ahead.

With respect to independent immigrants, the general occupations list was closed from January 30 to May 14, 1991. This was done to reduce the excessive number of applications being received abroad. A new designated occupations list, consisting of occupations in short supply in particular provinces, was announced on May 15. This list provides a way of addressing provincial needs. When a designated occupation is no longer in short supply, it is removed from the list.

Other measures to ensure that migration flows continue to reflect Canada's economic, social and humanitarian objectives are now under consideration.

3. Improved processing times

In announcing the five-year plan, the government made a commitment to reduce the time it takes to process immigration applications for spouses and children. Processing times have been especially problematic at posts in the Asia and Pacific region, where applications have sometimes taken more than two years to finalize.

These delays can be due to a number of reasons — for example, the extremely high number of applications, difficulties in obtaining official records, and the lack of convenient facilities for the necessary medical examinations. In some cases, applications are delayed because the applicant simply fails to complete the forms properly.

Posts abroad have been instructed to give top priority to applications involving spouses. Officials are working to reduce significantly the time required to process routine cases, and changes to regulatory priorities affecting all posts abroad are being developed. Details of promised changes are expected to be announced before the end of 1991. They will be designed to speed up the entry of spouses and dependent children as well as certain economic immigrants.

4. The immigrant integration strategy

The federal immigrant integration strategy, announced with the five-year plan in 1990, promotes the full participation of immigrants in all aspects of Canadian life. The strategy coordinates the efforts of several federal departments, and encourages a renewed partnership with the provinces, the private sector and local community groups in meeting immigrant needs.

Progress has been made in a number of initiatives in support of the strategy. These include:

- An expanded, permanent Host Program, no longer limited to government-assisted refugees but available to all immigrants. The program offers more Canadians chances to play direct roles in welcoming and assisting immigrants.
- Additional funding for the Immigrant Settlement and Adaptation Program, allowing a wider range of organizations to provide improved adaptation and integration services to all classes of immigrants.
- Pilot reception services for immigrants at airports in Toronto and Vancouver, to be introduced in 1992.
- Resource materials for visa officers overseas, language teachers, immigrant-serving organizations, mainstream agencies, and immigrants themselves. These materials, both written and visual, present a realistic portrayal of what newcomers can expect of Canada and what Canada expects of them.
- A more focused and visible Citizenship and Community Participation Program through Multiculturalism and Citizenship Canada. The program provides funding for immigrant-serving agencies, immigrant women's groups, and other non-profit organizations to increase the ability of first-generation Canadians to participate in Canadian life, and to help health and social services and other institutions adapt to the special needs of first-generation Canadians.

Multiculturalism and Citizenship Canada also plays a prominent role in helping immigrants integrate into Canadian society by encouraging immigrants to become citizens, and by providing them with learning materials about Canada. In addition, the department raises awareness about the value and importance of Canadian citizenship through events such as National Citizenship Week.

5. Immigrant language training

The federal immigrant integration strategy includes a commitment to provide additional funding for language training over the five-year period, and to establish new federal immigrant language training programs.

The new language training policy will improve the way in which immigrant language training needs are assessed and addressed, and strengthen partnerships and joint decision-making with stakeholders. The new policy framework will:

- significantly increase the number of language training opportunities available to immigrants;
- provide immigrants with more flexible training options to fit their individual needs and circumstances;
- achieve a better match between the training offered and individual needs through improved assessment and referrals;
- ensure that more immigrants receive timely assistance during the early stages of their settlement in Canada;
- make language training available to a broader range of immigrants, regardless of their immigrant category or their labour market status or intentions; and
- increase the proportion of newly arrived adult immigrants receiving language training from the 1990 level of about 28 per cent to about 45 per cent in 1995, the final year of the five-year plan.

The Plan for 1992

The five-year immigration plan received widespread support. This support has continued throughout the first year of the plan.

While some adjustments are necessary to take into account changing circumstances, the government will adhere to the five-year plan throughout 1992.

1. Family class adjustments

As announced with the five-year plan, regulatory changes will exclude non-dependent children from the family class. These changes are intended to reflect genuine dependency relationships between core family members. Family class criteria will be adjusted to allow Canadians to sponsor children who are in fact dependent on their parents, as well as spouses, fiancés, parents, grandparents and other relatives presently included as family class members; adult, non-dependent children will be excluded. These changes will be in place by the end of 1991.

2. Refugees

The government remains committed to its program for resettlement of refugees from abroad. However, Canada's program is moving away from resettling mass movements of persons, such as those in Indochina and Eastern Europe, towards emphasis on protection cases. At the same time, the UNHCR is focusing its efforts on voluntary repatriation and local resettlement of refugees. Third country resettlement is considered only in exceptional cases.

The number of places available for government-assisted refugees will remain at 13,000, despite the fact that the target could not be met in 1991. However, a significant number of places will be kept in reserve. The target of 13,000 is expected to be met only if situations develop in which third country resettlement of significant numbers of persons is required.

The number of privately sponsored refugee arrivals is expected to be about 17,000 in 1992. The number remains high because of applications from Eastern Europeans who were sponsored prior to the cancellation of the Self-Exiled Persons Designated Class Regulations in August 1990.

Protection will continue to be available to those seeking asylum in Canada. At current acceptance rates, 20,000 people would become permanent residents in 1992 through this process.

3. Economic immigration

The government will ensure that an increasing number of immigrants are selected because of the skills they bring to Canada. Independent immigrants and assisted relatives bring specific employment skills which are in high demand. Business immigrants, selected for their business

acumen or investment expertise, can make a unique contribution to regional economic development. Both groups contribute to Canada's international competitiveness and future prosperity.

The total number of immigrants selected for their skills (independents, assisted relatives and business immigrants) will increase slightly in 1992. Over the course of the five-year plan their share of total planned immigration will increase from 34,000 in 1991 to 45,000 in 1995.

Current and Future Initiatives

CIC = Service

Efficient service to clients is an important aspect of any well managed program. Interest in coming to Canada is so great that clients may often face unavoidable delays in processing, and staff may not always be able to eliminate accumulated backlogs. But efficient service can help remove some delays. When delays cannot be avoided, efficient service can help clients understand why they occur, and what to expect in the future.

Over the last 20 years, the program has changed significantly, workloads have increased dramatically at Canada Immigration Centres (CICs), and resources have often fallen behind demand. Partly as a result, processing delays increased, and the quality of service sometimes suffered.

In 1990, a working group called "CIC = Service" was organized to review operating procedures, to recommend ways to improve the use of limited resources, and to ensure that staff can maintain control over the demand for immigration services. CIC = Service has grown into a renewed commitment, on the part of staff at all levels, to provide clients with the best service possible.

All aspects of the inland program delivery system, including work processes and procedures, structure and organization, resource allocations, technology, accommodation, training, and community relations, have been examined. Changes have been recommended and are being implemented. The major impact of the changes will be felt most strongly over the next two years.

The initiatives being taken include:

- Providing more opportunities for clients to help themselves. The quality of program information in publications is being improved and designed to reduce requests for information from CICs. Tele-messaging and other automated and electronic response systems are being upgraded. Application forms are being redesigned and simplified to make them more user friendly.

- Improving the technology available to support operations, by introducing microcomputer-based systems in addition to the Field Operations Support System. Such systems include automated letter generating, automated interview scheduling and automated case tracking and reporting.

- Decreasing reliance on face-to-face interviews as a way of conducting business, in favour of mail-in or drop-off applications to be processed on paper. This measure encourages a more efficient use of resources, more standardization of program procedures, and improved monitoring of procedures for consistency and effectiveness.

- Centralizing certain types of operations to achieve economies of scale, facilitate monitoring, and allow for more efficient distribution of workload across the program delivery network.

The comprehensive CIC = Service approach is now being applied at port of entry CICs. Port of entry CICs have had to cope with recent developments in control policy stemming from

changes regarding refugee status determination, as well as increased facilitation responsibilities under the Canada-U.S. Free Trade Agreement.

The quality of services offered at posts abroad is also under review. Delivery of services abroad is the responsibility of External Affairs and International Trade Canada (EAITC).

EAITC is implementing a number of service improvements including computerized systems, automation, upgraded public areas at Canadian missions, easier access to processing information for clients, and better training for staff. Future quality of service improvements will include better information packages for clients, and better counselling information for staff.

The Refugee Determination System

The current refugee determination system has been in place since January 1, 1989. It was designed to deal fairly and expeditiously with claims to refugee status made in Canada and to deter manifestly unfounded claims. In 1989, about 21,000 claims were received. While about 36,000 claims were made in 1990, it is expected that approximately 31,000 will be received in 1991.

The Canadian system is now one of only three in the world in which the number of claims decided exceeds the number of claims received. The serious pending caseload developed during the first two years is now being reduced. However, there remain several reasons for concern. There are significant inefficiencies in the processing of claims. In addition, as called for in the Annual Report of the Immigration and Refugee Board, the rate of removal of rejected refugee claimants needs to increase. The obstacles to increased removals are under careful review.

As of July 1991, the top five source countries were Sri Lanka, Somalia, the U.S.S.R., China and Iran. The acceptance rates for claimants from these countries were 94.4%, 92.9%, 68.9%, 22.4% and 88.1% respectively. A third of all claims are made along the Canada-United States border. This points to the need for concerted action by the governments of the two countries. In fact, Canada is active in international organizations concerned with these issues.

It must be understood that the factors which generate movements of refugee claimants are unpredictable. It cannot be assumed that current levels of claims from the same source countries will continue. Even at current levels, the direct and indirect costs of refugee determination are very high. Added to the inefficiencies noted above, these factors argue for measures to strengthen the refugee determination system.

However, individual countries can do little, acting alone, to deal with the underlying causes of spontaneous migration, or the pressures such migration places on their refugee status determination systems.

Canada favours the development of international strategies to address migratory movements. These would include effective multilateral, bilateral and regional agreements on issues such as asylum protection and the removal of unsuccessful claimants. These agreements would require the adoption of broadly similar procedures and standards of application in the treatment of refugee claims. This harmonization would discourage asylum seekers from "asylum shopping".

The goal of all countries must be to strengthen the international rule of law as expressed in instruments such as the 1951 United Nations Convention on the definition of a refugee. The goal of individual countries must be to ensure that domestic laws and policies reflect a clear-minded, pragmatic, humanitarian approach to the problem of large-scale population movements. Failure to achieve these goals would put at risk both the integrity and the viability of the international system for the protection of refugees.

The Backlog Clearance Program

The Backlog Clearance Program became operational in 1989 to deal with the large number of cases that had accumulated before the new determination process was introduced in January 1989. Final decisions have been made in the majority of cases. The program will be completed within budget.

Of approximately 60,000 backlog cases already decided, nearly 40,000 have been accepted. About 16,000 claimants have either left Canada or are in the removal stream.

British Columbia, Alberta and smaller regions will finish their caseloads of hearings in November 1991. The large number of claims in process in Ontario and Québec will take longer to finalize. Québec Region will complete its hearings in March 1992, Ontario Region in December 1992.

The total number of refugee claims made before January 1989 has now been confirmed to be 95,000 — 10,000 more than originally estimated.

Protection of Society

Canadians have a right to expect that those who immigrate or visit Canada will do so in a lawful manner, and will respect the laws of this country once they arrive. Canadians also have the right to expect firm and decisive action from the government when those who have been welcomed into Canada violate the trust placed in them by engaging in criminal activity.

People who have been convicted of serious criminal acts abroad are not admissible to Canada either as immigrants or as visitors. Immigrants and visitors in Canada who are convicted of serious criminal acts — or a series of lesser offenses — can be deported.

The government is implementing a control strategy to strengthen the safeguards to protect society from foreign criminals. This strategy includes measures to improve:

- the screening and deterrence of foreign criminals before they enter Canada;
- the investigation and prosecution of immigrants and visitors who engage in criminal acts in Canada; and
- the deportation of foreign criminals from Canada.

Screening and deterrence

A series of initiatives will limit access from abroad to the in-Canada refugee determination system. These initiatives include the removal of visa exemptions from certain countries. In addition, several other countries have been warned that their visa exemptions will also be removed if they fail to control access to their passports by people who are not their citizens.

Other initiatives include the more effective implementation of fines provided for in existing legislation; improved detection of fraudulent documents by airlines and other carriers, with greater utilization of technology to aid in combatting forgery; introduction of replacement documentation with added security features; and more extensive investigation and prosecution of smuggling activities.

The network of Immigration Control Officers posted abroad may also be expanded. These officers monitor and report on illegal migration trends, and are responsible for liaison with airlines and control authorities.

Investigation and prosecution

The government has made improved investigations and prosecutions related to criminal activity by immigrants and visitors a priority. The development of computerized interfaces and linkages with a wide variety of enforcement and

control organizations (e.g., the Canadian Police Information Centre) is in the early stages. This automation initiative will facilitate the identification and removal of foreign criminals from Canada. Other initiatives include the development of a national investigations case management system; improvements to the process for obtaining travel documents; and the development of new systems and tools for identifying those who should be removed.

A new system is being developed for the recruitment of immigration investigators, designed to access the skills and abilities essential to be an effective investigator. This system will further improve the success rate of investigators in identifying and removing from Canada foreign nationals involved in criminal activity.

Deportations

Delays in deporting foreign criminals often arise not from the immigration program, but from the judicial system. For example, there are often long delays in the deportation process because the person involved exercises the right to appeal, or seeks a judicial review guaranteed to everyone in Canada by the Charter of Rights and Freedoms.

However, there are factors that are within the control of the Minister of Employment and Immigration. There will be greater use of detention for individuals who are likely to fail to present themselves for legal procedures. Moratoria on removals will be eliminated at the earliest opportunity, and delays caused by technical problems such as the lack of travel documents are being addressed.

Legislative changes are also being contemplated in relation to security screening, the law enforcement powers of immigration officers, and the removal of those who violate the Immigration Act.

Medical inadmissibility

A review of the medical inadmissibility provisions of the Immigration Act was initiated in the spring of 1990 in cooperation with Health and Welfare Canada. Major issues, such as testing for dangerous, infectious diseases and concerns about excessive demands on health and social services, have been examined in consultation with provincial governments and non-governmental organizations.

The objective of the review is to reach a balance between Canada's responsibilities for the health and safety of its residents and for the maintenance of health care and social services systems, and the requirements of the Charter of Rights and Freedoms with respect to non-discriminatory practices. A final report on medical inadmissibility will be released shortly.

Economic Migration

Immigrants selected because of their employment and business skills contribute directly to Canada's prosperity. Four areas of economic immigration are currently getting special attention.

Immigrant Investor Program

The Immigrant Investor Program is designed to attract qualified independent immigrants who will make investments in Canada.

The program has proven successful in attracting immigrants with investment expertise who can make valuable contributions to Canada's economy. However, the government feels that the program could be used more effectively than in the past to support specific economic objectives, such as regional economic development. Proposals in this regard will be discussed with interested parties early in the new year.

Designated occupations

A list of "designated" occupations, announced in May 1991, was established in consultation with the provinces and the private sector. The designated list catalogues occupations which are in short supply in specific provinces, and is used in selecting immigrants who can meet the immigration needs of those provinces. Qualified applicants receive additional selection points and are processed on a priority basis.

Under the 1991-1995 Immigration Plan, the government will increase the number and proportion of skilled workers selected as independents and assisted relatives. The designated list provides a way to make the selection of these workers more responsive to provincial labour market priorities.

The list is monitored closely. When a shortage is filled in a particular province, the occupation is removed from the list.

The international labour market

With the development of sophisticated communications and transportation, corporations can shift resources and activities across borders as easily as within borders. At the same time, bilateral and multilateral agreements between countries are making it easier for workers to move from one country to another.

The federal government is committed to ensuring that Canada's immigration policies respond to the realities of the international labour market, while protecting the interests of Canadian workers. In the future, for example, labour mobility provisions similar to those in the Canada-U.S. Free Trade Agreement might be included in the General Agreement on Trade in Services (part of the Uruguay Round of GATT negotiations), and such provisions could be negotiated in the North American Free Trade Agreement now under discussion. Such provisions could yield important economic benefits for Canadians.

Accreditation task force

Occupational accreditation is, with very few exceptions, an area of provincial jurisdiction. However, issues related to accreditation and licensing affect federal immigration programs.

For example, the problem of international portability of occupational accreditation and education affects the ability of skilled workers and their spouses to find suitable employment in Canada. Procedures for validating skills at the international level are limited at best.

A federal interdepartmental working group is currently examining issues related to occupational regulation and the recognition of professional credentials received abroad. The objective of the working group is to find ways to better assess the skills of those outside Canada, and to facilitate the efforts of those who wish to bring those skills to Canada. Several provinces have studied this question, and the involvement of the provinces will obviously be required in defining the federal role.